

tion in the use of full cash assistance: from 24 percent (fiscal year 1983) to only 7 percent (fiscal year 1980) over the course of just three years.

The use of public assistance falls off sharply as refugees secure full-time employment. Almost half of refugee cases with no employed members are on full cash assistance, but only 5 percent of cases with at least one full-time employee are on it. Since refugees get jobs over time, refugees also stop using public assistance over time. With only 7 percent of cases using full cash assistance three years after arrival, our survey concludes that there is no evidence of any significant, long-term welfare dependency among refugees.

Over time most refugees are achieving self-sufficiency

Our survey found that—allowing a reasonable period of time for the acculturation process—the great majority of refugees are achieving self-sufficiency. With every passing year, more refugees become self-sufficient. When sponsors of refugees who arrived in fiscal year 1980 were asked, "Are the refugees self-sufficient?" 70 percent responded "Yes." Even sponsors of refugees who arrived here as recently as October 1982 responded "Yes" 44 percent of the time. Not surprisingly, full-time employment is the key to self-sufficiency. Fully 78 percent of refugee cases where at least one person has a full-time job and self-sufficient.

When sponsors or refugees said that the refugee case was not self-sufficient, they were asked what the main barriers were to achieving this goal. The most common answers were the need for better English and vocational training. Other important barriers were the lack of jobs in the area of the inadequacy of income from present employment.

Unrealistic expectations on the part of refugees or dependency on sponsors were only cited by about 10 percent of the sponsors. Thus, it is real service needs, not refugees' attitudes, which are at the root of the problems some refugees face in achieving self-sufficiency. Given time and training, refugees are clearly adjusting to and succeeding in the United States. One notable fact is that a majority of refugee cases now own a car.

CWS sponsors and congregations have contributed an estimated \$133 million in cash, goods and services, and time over the past three and a half years

Sponsors were asked to estimate the amount of money, the dollar value of goods and services, and the number of hours they contributed to the refugee case. Three-fourths of the sponsors felt they could make reliable estimates, and almost all of them had made some contribution to the case. One quarter of the sponsors said it was impossible to give estimates even though they had made contributions because no records had been kept, too many people had been involved, or too much time had passed.

Over three-quarters of the sponsors gave cash (\$1,000 median) or goods and services (\$1,200 median value), and 80 percent donated time (445 hours median). The median value of the total of all the contributions by a sponsor and congregation to a single case was \$4,350 (cash + value of goods and services plus \$5 per volunteer hour).

Extrapolating from these survey results to the entire Church World Service caseload for fiscal year 1980 through the first half of fiscal year 1983 our sponsors have given an estimated \$133 million in cash, goods and services and time to our 14,000 refugee cases. This is truly an outstanding contribution by the private sector to refugee resettle-

ment and evidence of deep support in the church community for the resettlement of refugees in this country. It is interesting to note that despite their enormous contributions, sponsors repeatedly insisted that they received more from the refugees than they gave.

Recommendations for improved refugee resettlement

Our survey shows that it takes a few years for refugees to achieve full-time employment and self-sufficiency. We urge that future assessments of refugees' adjustment and the overall program's success take fully into account the fact that meaningful resettlement takes a few years, not a few months. Refugees' unemployment and public assistance use rates measured shortly after arrival (and even through the first year) are not reflective of refugees' longer-term accomplishments.

Our survey also shows that tax dollars expended on refugee resettlement are funds well spent, since they are generously matched by private contributions and since refugees are achieving self-sufficiency. It is vital that this three-way partnership among the public sector, the private sector and the refugees themselves continues.

The two areas where improved services are needed are English and job training. Special programs like overseas ESL, English classes targeting women and the elderly as part of a total family group, and English classes linked to job training (like CETA) are vital to improved refugee resettlement.

In addition, flexibility on the principle of early employment should be explored for two groups of refugees in particular: those coming from cultures profoundly different from our own, especially when they are illiterate in their native language, and those who are highly skilled workers or professionals, who may need re-certification rather than entry-level employment.

AMENDMENTS TO THE FCC AUTHORIZATION ACT OF 1983 (H.R. 2755)

● Mr. PACKWOOD. Mr. President, on November 18, 1983, amendments were agreed to by the House of Representatives during debate on H.R. 2755, the Federal Communications Commission Authorization Act of 1983 and concurred in by the Senate (Public Law 98-214). These amendments were the result of discussion between the members of the Senate Committee on Commerce, Science and Transportation and the House Energy and Commerce Committee. In order to establish the intention of the committees originating these amendments, I ask that the attached explanation be included in the RECORD at this point. An identical statement was made in the House of Representatives on January 24, 1984, by Representative JOHN DINGELL and his colleagues Representatives TIMOTHY WIRTH and JAMES BROYHILL.

The material follows:

INDUSTRY CERTIFICATION OF TECHNICIANS IN THE PRIVATE LAND MOBILE SERVICES AND FIXED SERVICES

Section 10 of H.R. 2755 amends the Communications Act of 1934 to allow the Commission to endorse industry certification of individuals to perform transmitter installation, operation, maintenance, and repair duties in the private land mobile services and fixed services, if such certification pro-

grams are conducted by groups that are representative of users of those services, and are not composed of Federal government employees.

Background

Generally, users in the Private Land Mobile Services utilize communications as an adjunct to their primary activities. Such primary activities would include business, industrial, land transportation and public safety functions, among the many possibilities.

In addition, unlike other communication services, the Private Land Mobile Services make intensive use of a limited amount of spectrum, often sharing allocations not only with other private land mobile users, but other services. Such intensive sharing of spectrum allocations makes technical compliance with accepted standards of engineering a necessity.

At present, only a holder of a General Radiotelephone Operator License may take responsibility for installation, service or maintenance of transmitters in the Private Land Mobile Services and Fixed Services. The FCC has proposed elimination of this requirement in General Docket 83-322. It is an extension of its earlier elimination of commercial radio operator license requirements in the broadcast services in Docket 20817.

The Commission reasoned in Docket 20817 that in the instance of those engaged in broadcast services, provision of such services are the primary economic focus of their activities, therefore, there is a commercial incentive for qualified personnel to take responsibility for maintaining transmitters in order to assure the success of the broadcast enterprise. In contrast, in the private services, typical private radio service users have neither the technical background or the economic incentive to maintain their transmitters themselves and must rely on third parties.

Elimination of the Commission's requirement of a General Radio-telephone Operator License to perform installation, operation, maintenance and repair duties could result in the possibility of unqualified individuals being made responsible for maintaining key functions of licensed facilities. Installation, servicing, and maintenance of private radio transmitters by unqualified technicians would result in diminished technical performance and increase the possibility of interference with other spectrum users. Therefore, it is in the public interest to retain a uniform public indicia of the qualifications of those individuals charged with service, maintenance and installation of private radio transmitters.

In recognition of the possibility that the Commission may find it in the public interest, convenience, and necessity to reduce the administrative costs and burdens of continuing to require Commission-licensed technicians in the Private Land Mobile and Fixed Services, the Commission is authorized to permit industry groups or committees to implement a comparable substitute. An industry-administered certification program, operating under Commission supervision, and subject to Commission authority, would provide such a comparable substitute. The process of industry certification is recognized in a variety of other fields as reducing the regulatory burden upon the government, and benefiting members of the industry through a self-regulation process. In this respect, utilization by the FCC of frequency advisory committees in the Private Land Mobile Services to assist in the frequency selection process is an already recognized and successful role which industry has

played in promoting the efficient operation of these Private Radio Services.

We note that this provision may result in cost savings for the Commission. The provision permits the FCC to rely upon the private sector to aid in the technician certification process, which would free the FCC to direct its resources elsewhere, and reduce the regulatory impact upon the private radio users while maintaining qualification standards upon which such users may rely.

AMATEUR RADIO LICENSE EXAMINATIONS

Section 11 of H.R. 3755 amends section 4 of the Communications Act of 1934 to enable amateur radio groups, when they prepare, process, or administer examinations for amateur station operator licenses, to recover out-of-pocket costs from examinees. The total allowable cost per examinee may not exceed \$4.00, adjusted annually for changes in the consumer price index. Amateur radio groups must maintain records of their out-of-pocket expenses, and certify them to the FCC.

Background

The issue of reimbursement of the volunteers' costs has arisen as a result of the Federal Communications Commission's implementation of Public Law 97-259. This law, among other things, permits the Commission to use the uncompensated services of volunteers to prepare and administer amateur radio examinations. It permits transfer of the amateur radio examination process, in whole or in part, to the amateurs themselves. This results in three specific benefits. First, there is a significant savings to the Federal government in both costs and manpower. Second, it solves the problem of increasing unavailability of amateur examinations in many areas of the country due to Commission budgetary constraints. And third, it allows for increasing the examination question data base at the least cost to the Federal Government and thereby decreases the opportunity for applicants to pass the examination merely by memorizing the questions and answers instead of acquiring knowledge of the subject.

This provision is addressed solely to the process of administering examinations for the higher class amateur licenses. The Commission has implemented the authority to accept voluntary uncompensated services from amateurs in such a way that volunteers may incur significant expense. Unlike the regulatory scheme which the FCC applied to the novice examination procedure (vol. 48 Federal Register pp. 45852-45861) to govern examinations for the higher class licenses requires two levels of volunteers. The first level, so-called volunteer examination coordinators (VEC's) would deal directly with the Commission and be responsible for coordinating the examinations within their assigned area. The continental United States is divided into 10 large areas, and each VEC is required to oversee the exams within his entire area.

Under the Commission rules, the examination questions would be selected in advance by the FCC from publicly available lists. The VEC would have to print the exam and distribute them to the local volunteers. The examination would consist solely of questions periodically selected by the FCC and communicated to the coordinator. After the examination is administered, the results would be forwarded to the coordinator for checking, then the papers sent to the FCC for issuance of the appropriate license.

The volunteers on the local level would be responsible for actually administering the examinations and sending the completed papers to the coordinator.

The organizing of volunteers to give examinations may entail significant costs to the volunteer organizations and individuals. This provision allows the amateur volunteers to recover their out-of-pocket costs. The upper limit to such recoverable costs is \$4 per examinee—adjustable for inflation. The volunteers could not be authorized to recover more than their actual expenses, and would be required to certify to the Commission that all costs for which reimbursement was obtained were necessarily and prudently incurred.

This provision leaves implementation of this provision to the Commission. For example, whether the volunteer coordinators, the volunteer administrators or both will be allowed to recover costs is left to administrative discretion in order to insure the flexibility necessary to meet both present and future situations.

NEW TECHNOLOGIES AND SERVICES

Section 12 of H.R. 3755 adds a new section 7 to the Communications Act of 1934, establishing the policy of the United States, and therefore of the FCC, to encourage the provision of new technologies and services. The policy added by this section is intended to supplement the purposes of section 1 of the 1934 Act.

This section further provides that those, other than the FCC, who oppose a new technology or service must demonstrate that such proposal is inconsistent with the public interest. Finally, the section requires new service proposals to be acted upon by the FCC within one year of the date of a petition or application, or, if a proceeding is initiated by the FCC, within one of that initiation date. In the event that a petition or application proposing a new service was filed prior to the date of enactment of this provision, the Commission shall make a final determination of any such petition or application within 12 months after the date of enactment of this section.

Background

If not blocked by the FCC, the forces of competition and technological growth would bring many new services to consumers. However, in the past, the FCC has often hampered the development of new services. For example, the FCC imposed stringent regulations on cable, pay cable, and subscription television which delayed the introduction of these services for many years. The Commission delayed the important cellular radio service for about a dozen years, and the Commission has yet to make a decision on VHF Drop-ins, a proceeding in existence for about five years. These delays in authorizing new services have also extended to such other services as low power television, and FM drop-ins. In general, delays in authorizing new services are not isolated events; they have been more the rule at the FCC.

A major reason for delays in authorizing new services is the fact that competitors to the companies proposing to offer to the new service, not wanting to see increased competition, file in opposition to new services. In the past, the broadcast industry, for instance, has often argued that a new licensee or service would have an adverse economic effect on an existing broadcast licensee or licensee, and alleged that this would result in a decrease in service (i.e., public interest programming) to the public.

The claim of economic harm was specifically made by the broadcast industry in the Direct Broadcast Satellite (DBS) and FM drop-in proceedings, and has been made in a number of cases involving individual licenses where an incumbent station has sought to block a new station from being authorized. It is the intent of the new section

7 to preclude the Commission from considering the claim of adverse economic effect on an existing licensee when such claim is raised as it has been to date.

New section 7 places the burden on those who oppose new service proposals. These parties must demonstrate that new service proposals are inconsistent with the public interest. This procedure is intended to shift the balance of the process in favor of new services and technologies, but allow the FCC, on an expedited time frame, to review the application for consistency with the Communications Act of 1934, and take appropriate action.

New section 7 is intended to encourage the availability of new technologies and services to the public. It is not intended, however, to enable a particular person or persons to obtain a license to provide a new technology or service if that person or persons are otherwise precluded from doing so (or may only do so under certain conditions) by the Communications Act of 1934, or by FCC rules or policy. For instance, this section would not enable a television licensee to provide cable service in the community in which he or she broadcasts, because the Commission has banned that kind of cross-ownership.

Nor is it the purpose or intent of this section to undermine the competitive safeguards and prohibitions in such common carrier decisions as the Second Computer Inquiry, or in the rules governing the introduction of competition in the transmission and customer premise equipment markets. Such decisions are designed to encourage the provision of new services and technologies to the consumer in a competitive environment. This section should not be used to justify deregulatory decisions that could reduce competition in the common carrier or other areas.

INTERNATIONAL RADIO COMMUNICATIONS CONFERENCES

Section 13 of H.R. 3755 provides that U.S. delegations to conferences held under the auspices of the International Telecommunications Union shall have at least three vice-chairpersons. Such vice-chairpersons shall be officers or employees of the Department of State, the Department of Commerce, and the Federal Communications Commission, unless declined by the agency.

Background

Conferences held under the auspices of the International Telecommunications Union are critical to our nation's future communications needs. It has long been traditional for the Executive agencies most concerned with the preparation for these meetings to be represented with vice-chairpersons on the delegations. This long tradition was broken this past summer at the Direct Broadcast Region II Conference, when only one vice-chairperson was named. We believe that multiple vice-chairpersons strengthen our delegations. Much of the work of convincing other nations to support our positions at these meetings is done outside of the meeting itself, in one-on-one discussions with delegates from other countries.

This work, representing the United States positions in these discussions, and at other unofficial events can be critical to our success. The added stature accorded to vice-chairpersons at the ITU meetings is thus important to the success of the mission, and this provision ensures a return to the policy that worked well in the past.

We intend that this provision become effective immediately and apply to the next ITU conference, which is the High Frequency World Administrative Radio Conference in January. We also recommend that the

American broadcasters most affected by the decisions of the High Frequency WARC also be represented among the vice-chairpersons. The operations of Radio Free Europe, Radio Free Liberty, and the Voice of America are critical to presenting our way of life across to the people of the world.●

RADIO MARTI

● Mr. CHILES. Mr. President, on Saturday, January 28, 1984, the Cuban-American community celebrated the birthdate of Jose Marti. Marti is revered in Cuba and throughout the world not only as a poet and writer but as a patriot and tireless fighter for Cuban independence. I cannot let this important day pass without commemorating this great man's efforts for a free and independent Cuba. His was a struggle against the colonial rule of tyrannic Spanish Government. His strength for this fight derived from his strong belief in democratic principles and in the dignity of man. He was aware that these were the greatest of weapons.

I cannot let this day pass without expressing my unwavering support of the radio station, recently approved by this Congress, which bears Jose Marti's name. Radio Marti will be broadcasting shortly and like the man it was named after, it will continue the struggle against a tyrannic government. Its strength will derive from the belief in democratic principles: The freedom of speech and the exchange of information and ideas. Radio Marti will serve as a tribute to the principles Jose Marti held most high. Again, the strongest weapons are on Marti's side.

Mr. President, during consideration of the legislation establishing Radio Marti, the Cuban Government distributed a pamphlet which attempted, through very selective quotations, to present Jose Marti as intrinsically anti-American and a man whose ideas are congruent with the Marxist regime. This action can only be seen for what truly is an attempt to not only discredit Jose Marti, but also to impugn Radio Marti. In defense against this accusation, many of the supporters of this bill, myself included, spoke of the similarities between Jose Marti and the American Founding Fathers. How anyone who shares our Founding Fathers' love of liberty, belief in the tolerance of opposing views, and support of democratic principles can be labeled a Marxist is beyond comprehension.

On the 131st anniversary of his birth, I would like to request that an essay entitled, "Jose Marti and the American Founding Fathers" be included in the Record. This essay, written by Professor Carlos Ripoll of Queens College, New York, appeared in the "Hispanic Presence in Florida," edited by Jose A. Balsero. The essay contains Marti's homage to American democracy, lest there be any doubt that this man was indeed a true believer in democratic values.

Mr. President, I am glad to have associated myself with the effort to establish Radio Marti. Again, I commemorate the apostle of the Cuban revolution, Jose Marti, whose life was dedicated to the struggle against tyranny. On this he wrote:

Tyranny is the same in all its shapes, even though sometimes it dresses in handsome names and grand deeds.

It is appropriate that we honor his memory at a time when a dictatorship in his homeland attempts to "dress in handsome names and grand deeds" its crimes and failures under the guise of social progress. In honor of this man and the radio station which now bears his name, I salute the efforts toward a free and independent Cuba.

The essay follows:

JOSE MARTI AND THE AMERICAN FOUNDING FATHERS

Strident partisanship has in recent years brought to the fore those writings in which Marti portrayed the defects and errors of the United States he knew. His harsh indictments of the sectors of this nation debased by arrogance and the abuse of power are quoted often and with unwholesome satisfaction. In this oblique campaign to chastise the guilty, the accusers would obscure that Marti's anger was aroused rather by the guilt itself; for Marti, wrong was universally to be censured and deplored, and his words were ultimately intended to instill and encourage the principles and practice of human decency. What Marti abhorred in this country is quintessential today in some adversaries of this country: nothing here did he criticize more severely than the assault on liberty and justice.

Marti admired this nation which "with imperturbable generosity opened its arms . . . to the unfortunate and industrious of the earth," but he did not love it; his love went out to the South, to the peoples who compose what he proudly called Mother America. He saw the hopeful looks cast north by the inexperienced republics in search of guidance, and he feared, correctly, that imitation would lead them astray, and that awe would lay open their frontiers to the greed of the very country at which they marveled. And so he used no reserve in uncovering to them "the truth about the United States," and in insisting to them that, "through its vices, through its mistakes, through its failings, it is necessary to study this country, so as not to fall or clash with it."

Exiled because of his activities in favor of Cuban independence, Marti arrived in New York for the first time at the beginning of 1878. He was twenty-two years old. Seven years earlier, Spanish officials had sentenced him to hard labor and then banished him from Cuba; then, in Spain he studied at and graduated from the University of Saragossa, whereupon he fled to Mexico, stopping briefly in New York. In Mexico, he worked as a journalist until, chagrined at the excesses of those in power, he left for Guatemala, where he began a career as a teacher, only to abandon this country too, shortly after, for similar reasons. It was his second expulsion from Cuba that again brought Marti to the United States, in 1890; here he lived until 1895 carrying on the struggle to which he had dedicated his life and which led him to his death on May 19 of that year, at the outset of the independence war he had organized. His first employment in New York was as a journalist, and in some of the earliest articles he wrote for *The Hour*, a magazine devoted to the arts and letters, he left his impressions as a new-

comer who had only recently ended years of instability and wanderings. "I am, at last, in a country where everyone looks like his own master. One can breathe freely, freedom being here the foundation, the shield, the essence of life."

Like no other Hispanic writer of this time, during his fifteen years in this country, Marti came to know and understand the ways and complex problems of United States society: the difficulties and the promise created by immigration; the racial prejudice; the burgeoning labor movement; the corruption in politics. For the newspapers of Central and South America he wrote magnificent chronicles on these and other topics as well as portraits of great Americans: Emerson, Whitman, Longfellow; Courtlandt Palmer—the "millionaire socialist"—, Henry Garnet—the black orator "who hated hate"—, Peter Cooper—"the friend of Man"—, Wendell Phillips—"the ardent knight of human dignity." Marti described the important events he witnessed and everything that in some way could contribute to an accurate and vivid image of the United States, the country that inspired in him both admiration and anxiety. "We love the land of Lincoln, just as we fear the land of Cutting," he said, summarizing his attitude: in the "sublime offspring of the lowly," he found the embodiment of nobility; in the "shameless reporter and adventurer" who maligned Mexico, the embodiment of conceit and malice.

When Marti took pen in hand, it was to enhance his subject, especially when the subject itself was adorned by virtue; and when he wrote in censure, it was with compassion and the sole purpose of bettering the world—never with hate, for few have been so apprehensive as he of that passion he called a poison and a crime. He held at his fingertips every device language and literature offered, and when these were insufficient, he created new and surprising ones, through sheer genius and without the slightest hint of effort or fatigue. And so, through his art were revealed to Spanish America myriad pictures of the United States as a land where the people performed feats worthy of giants but in their hurry seemed a swarm of ants; and through his insight was captured the nation's spirit in the strength of a hero or the smile of a child. The aged Domingo F. Sarmiento, who at the peak of his fame had Marti's "North American Scenes" read to him so that he could savour their inexhaustible expressive wealth, said: "In Spanish, there is nothing that compares with the swell and roar of Marti's prose, nor has anything comparable to his metallic resonance come out of France since Victor Hugo."

While totalitarian regimes are continually making Marti's works available to their people in their native tongues, falsifying through hushed censorship and abridgment the meaning and intent with which they were written, only a handful of Marti's works has been properly translated into English. The integrity of the texts must be restored and their translation encouraged as Emil Ludwig has said, were they accessible to readers throughout the world, "they alone would suffice to make Marti a source of leadership and guidance for our times." For the United States, Marti's writings have the added significance of providing, through an astute outsider's eyes, a critique of past errors and still-ingrained flaws, and a reminder of the treasures that must be appreciated and safeguarded. In the bicentennial of this nation's birth, it is most fitting that Marti's words inspire American readers to take stock of their shortcomings and their blessings.